

HEADQUARTERS
UNITED STATES EUROPEAN COMMAND
UNIT 30400
APO AE 09131

DIRECTIVE
NUMBER 56-5

11 October 2001

PLANS AND POLICY

Procedures and Responsibilities for Review of Joint Doctrine

1. **Summary**. This Directive establishes policy, assigns duties and responsibilities, and provides guidance for the review, evaluation, and maintenance of Allied (NATO) joint doctrine and the Joint Chiefs of Staff (JCS) Joint Doctrine Development System by the U.S. European Command (USEUCOM) Directorates and Components.
2. **Applicability**. This Directive is a USEUCOM publication that applies to all Directorates within USEUCOM, and its Components, and those Agencies, and Activities supporting or associated with USEUCOM.
3. **Internal Control Systems**. This publication is not subject to requirements of AR 11-2.
4. **Suggested Improvements**. The Director for USEUCOM Plans and Policy (ECJ5) is the proponent for this publication. If you have any recommended changes forward them to the EUCOM Strategy, Resources, and Congressional Affairs Division (ECJ5-S).
5. **References**.
 - a. Joint Publication (JP) 1-01, Joint Doctrine Development System, 5 July 2000.
 - b. Joint Publication (JP) 1-02, DoD Dictionary of Military and Associated Terms, 10 June 1998.
 - c. EUCOM Directive (ED) 5-1, Administrative Matters: Preparing, Distributing, Ordering and Reviewing HQ USEUCOM Publications, HQ USEUCOM Policy Memorandums and USCINCEUR Policy Letters, 18 November 1998.
 - d. EUCOM Directive (ED) 20-1, Appendix W, Plans and Policy Directorate (ECJ5), Organization and Functions, 1 November 2000.

This Directive supersedes ED 56-5, dated 4 Aug 97.

e. Staffing Guide for Allied Joint Publications (AJP), Preliminary Coordination Draft, 17 April 2001.

f. NATO Allied Administrative Publication (AAP-3), "Procedures for the Development, Preparation, Production, and Updating of NATO Standardization Agreements (STANAGs) and Allied Publications," March 1998.

g. The Air Land Sea Bulletin (ALSB), Issue No. 2001-1, January 2001, Director's Comments, published by the Air Land Sea Application (ALSA) Center.

6. General.

a. In accordance with JP 1-01, USCINCEUR is responsible for assisting the Chairman of the Joint Chiefs of Staff (CJCS) in the development, review, approval, and maintenance of joint doctrine and joint tactics, techniques, and procedures (JTTP) for the employment of armed forces.

b. The Director, Operational Plans and Joint Force Development Directorate, Joint Staff (J-7) is responsible to the CJCS for managing the Joint Doctrine Development System, which includes the joint doctrine development process. The J-7 accomplishes this by assigning responsibilities to the Services, combatant commands, Joint Staff, and the U.S. Joint Forces Command (USJFCOM) Joint Warfighting Center (JWFC).

(1) The division within the J-7 that is responsible for the Joint Doctrine Development System is the Joint Doctrine, Education, and Training Division (JDETD).

(2) The J-7 has assigned the USJFCOM's JWFC to coordinate the actual printing of all unclassified joint publications.

c. In conjunction with the Joint Staff J-7, USCINCEUR is also responsible in a dual role as Supreme Allied Commander, Europe (SACEUR), for the development, review, approval, and maintenance of NATO's Allied joint doctrine development process and related activities. See Appendix A for more details.

d. EUCOM also reviews, as necessary, the publications published by the Air Land Sea Application (ALSA) Center. These publications are available at the ALSA homepage at: www.dtic.mil/alsa. See Appendix A for more details.

7. Responsibilities.

a. The Director for Plans and Policy (ECJ5) is responsible for managing the USEUCOM participation in the CJCS Joint Doctrine Development System (IAW JP 1-01), and the Allied joint doctrine system.

b. The Chief, Strategy, Resources, and Congressional Affairs (ECJ5-S) Division is the EUCOM Office of Primary Responsibility (OPR) for coordinating and compiling EUCOM doctrine responses to all CJCS, ALSA, and Allied joint doctrine and TTP document reviews.

c. The Strategy Branch within the Strategy, Resources, and Congressional Affairs (ECJ5-S) Division has the following responsibilities:

(1) Establish procedures for the review, approval, coordination, and maintenance of all CJCS, ALSA, and Allied joint doctrine and TTP.

(2) Coordinate and consolidate the staffing and review of all doctrine documents with the appropriate EUCOM staff directorates and components.

(3) Submit the coordinated and consolidated approved EUCOM response on all doctrine documents to the appropriate tasking agency.

(4) Maintain a library of doctrinal publications.

(5) Establish working groups as necessary to address doctrine and TTP issues.

d. EUCOM Directors and Staff:

(1) Identify a doctrine point of contract (POC), (recommend both a primary and alternate) to work all doctrine issues and document reviews and to participate in doctrine working groups as necessary to address joint doctrine and TTP issues.

(2) Upon receipt of a Staff Summary Routing Sheet (SSRS) from ECJ5-S, review the document as requested and provide comments and recommendations IAW the procedures outlined in Appendix C (Format/Matrix for Reviews).

e. Components:

(1) Identify a doctrine POC (recommend both a primary and alternate), to work all doctrine issues and document reviews and to participate in doctrine working groups as necessary to address joint doctrine and TTP issues.

(2) Upon receipt of a SSRS from ECJ5-S, review the document as requested and provide comments and recommendations IAW the procedures outlined in Appendix C (Pubs Review Matrix).

8. Policies and Procedures.

a. Policies.

(1) Policies and procedures for EUCOM's support to the Joint Doctrine Development System are derived from JP 1-01.

(2) Policies and procedures for EUCOM's support to Allied (NATO) joint doctrine development are derived from the Staffing Guide for Allied Joint Publications and NATO Allied Administrative Publication (AAP)-3.

b. Procedures.

(1) Upon notification via e-mail or standard message traffic from the Joint Staff J7 (JTETD), the JFCOM JWFC, the ALSA Center, or the EUCOM Secretary of the Joint Staff (SJS) via a CSL, of an impending doctrinal publication review and comment, ECJ5-S will prepare a SSRS for tasking the review of the publication to the appropriate staff directorates and components.

(2) Include in the SSRS as tabs (as necessary):

(a) Original "tasking" message (JS Form 136 or DMS message).

(b) Either the actual document to review or directions to the website that contains the document.

(c) Previous EUCOM comments on the document (as applicable).

(d) Blank copy of the comments review matrix (see Appendix C).

(2) Each staff directorate and component tasked will forward the SSRS to their appropriate doctrine POC for further review and staffing.

(3) ECJ5-S will set a suspense prior to the final suspense in order to consolidate and prepare the final EUCOM reply to the originator.

(4) All reviewers will submit their comments and supporting rationale (in accordance with Appendix C) by the suspense date through their directorate or component doctrine POC to the ECJ5-S action officer (AO). Comments are categorized as follows:

(a) **Critical.** Critical review comments will cause non-concurrence with the document if concern is not satisfactorily resolved.

(b) **Major.** Major review comments are significant concerns that may result in a non-concurrence of the entire document. This category may be used with a general statement of concern with a subject area, thrust of the document, or other appropriate concern, followed by detailed review comments on specific entries in documents that, taken together, constitute the concern.

(c) **Substantive.** Substantive review comments are provided because sections in the document appear to be or are incorrect, incomplete, misleading, and/or confusing.

(d) **Administrative.** Administrative review comments correct inconsistencies between different sections, typographical errors, or grammatical and editorial errors. (These administrative review comments are optional for all reviewers.)

(5) The ECJ5-S action officer will then forward a consolidated EUCOM response to the originator of the review and provide a courtesy copy (CC) to the members of the staff and components who made comments. The final EUCOM response will be kept on file by ECJ5-S as necessary.

FOR THE COMMANDER IN CHIEF:

OFFICIAL:

DANIEL J. PETROSKY
Lieutenant General, USA
Chief of Staff

AVA N. WEBB-SHARPLESS
Lt Col, USAF
Adjutant General

Appendices:

A – Types and Levels of Joint Doctrine Reviews
B – Joint Doctrine Hierarchy
C – Format/Matrix for Reviews
D - Terms and Definitions
E – Abbreviations and Acronyms

DISTRIBUTION:

P

APPENDIX A

Types and Levels of Joint Doctrine Reviews

A. In accordance with JP 1-01, there are four (4) stages of the Joint Doctrine Development Process (with one additional Optional stage). Within each stage, there are various types and level of reviews:

1. **Initiation Stage:** Proposal, front-end analysis, and validation.
2. **Development Stage:** Program directive (PD) development (PC and FC) and draft development (1st Draft & 2d Draft).
 - a. **Program Directive (PD):** Provides only a detailed chapter outline of the proposed publication. Staffed by the JS J7 as a:
 - (1) Preliminary Coordination (PC). Action Officer (AO) – Level review.
 - (2) Final Coordination (FC). O6-Level review.
 - b. **First Draft (1stD):** Based on guidance from the PD. Staffed by the JS J7 at the Action Officer (AO) level.
 - c. **Second Draft (2dD):** Based on the results of the review of the first draft and a working group. Staffed by the JS J7 at the O6-Level.

(Optional) Test Publication and Evaluation Phase: Any member of the Joint Doctrine Development Community (Joint Staff, Services, and CINCs) may submit a request and justification for having a publication undergo formal evaluation.

 - a. Preliminary Coordination (PC). Action Officer (AO) – Level review.
 - b. Final Draft (FD). O6-Level review.
3. **Approval Stage:** After this staffing is complete, the publication is signed by the CJCS and printed by the JS J7 in proper format.
 - a. **Preliminary Coordination (PC):** Action Officer (AO)-Level review. *NOTE: Only used for JP reviews that were initiated prior to 5 July 2000. After that list of JP's has completed their reviews, this type and level of review will no longer used.*
 - b. **Final Coordination (FC):** Staffed by the JS J7 at the Planner (O6) - Level.

APPENDIX A

Types and Levels of Joint Doctrine Reviews

4. **Maintenance Stage:** All publications are continuously assessed in preparation for the normal 5-year revision of the publication. A formal mid-period assessment is normally conducted by the USJFCOM JWFC, typically as a “Request for Feedback (RFF).” A RFF is an O6-Level review that asks general and specific questions about the use and suitability of a mid-period publication.

B. In addition to the formal CJCS reviews listed above, EUCOM also reviews:

1. Air Land Sea Application (ALSA) Center publications. The ALSA Center is a multiservice DOD field agency sponsored by the U.S. Army Training and Doctrine Command (TRADOC), Marine Corps Combat Development Command (MCCDC), Navy Warfare Development Command (NWDC), and Headquarters, Air Force Doctrine Center (AFDC). ALSA publishes both publications and a periodic bulletin (ALSB) that contains associated doctrinal articles. These publications and bulletins are available on their website: www.dtic.mil/alsa.

2. Allied (NATO) doctrinal publications. Within NATO, Allied joint doctrine is contained in a hierarchy of Allied Joint Publications (AJP) and related “joint applicable” Allied Publications (AP). An AJP typically goes through five (5) phases of development:

- (1) Initial preparation and drafting.
- (2) Ratification.
- (3) Promulgation.
- (4) Implementation.
- (5) Publication Review.

Once approved, an AJP constitutes a NATO Standardization Agreement (STANAG). When the US participates in NATO operations, NATO STANAGs to which it has agreed take precedence over US procedures.

The Staffing Guide for Allied Joint Publications, developed in coordination with and agreed to by the Joint Staff J-7, provides standard operating procedures for the US interface with NATO’s Allied joint doctrine development process and related activities. The J-7 will normally serve as the Joint Staff Doctrine Sponsor for all Allied joint doctrine projects, and is thereby responsible for determining the US joint military position on such doctrine and related issues.

APPENDIX A
Types and Levels of Joint Doctrine Reviews

In addition to the Staffing Guide, NATO Allied Administrative Publication (AAP) –3; “Procedures for the Development, Preparation, Production, and Updating of NATO Standardization Agreements (STANAGs) and Allied Publications,” March 1998, provides additional guidance and a full discussion of doctrinal documents.

APPENDIX B

Joint Doctrine Hierarchy

a. **JP 0 Series — Capstone Doctrine.** JP 1, *Joint Warfare of the Armed Forces of the United States*, lays the foundation for joint operations through doctrine. JP 0-2, *Unified Action Armed Forces (UNAAF)*, provides the basic organization and command and control relationships required for effective joint operations of the forces of two or more Military Departments.

b. **JP 1-0 Series — Joint Personnel and Reference Publications.** Publications in this series establish joint doctrine and JTTP for **personnel support of joint operations**. In addition to the keystone doctrine, JP 1-0, *Doctrine for Personnel Support to Joint Operations*, this series includes supporting publications concerning religious ministry, legal, and financial support guidance. Also in the 1 series are reference publications that are not doctrinally linked to the keystone publications (e.g., JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*, and JP 1-01.1, *Compendium of Joint Publications*).

c. **JP 2-0 Series — Doctrine for Intelligence Support of Joint Operations.** Publications in this series establish joint doctrine and JTTP for **intelligence support of joint operations**. These publications give the staff planner specific direction in intelligence support to joint operations, counterintelligence, and geospatial information and services.

d. **JP 3-0 Series — Doctrine for Joint Operations.** Publications in this series establish joint doctrine and JTTP for **directing, planning, and executing joint operations**.

e. **JP 4-0 Series — Doctrine for Logistic Support of Joint Operations.** Publications in this series establish joint doctrine and JTTP for **directing, planning, and carrying out logistic support of joint operations**. Included in this series is guidance on transportation, health services, petroleum, engineer support, mobilization, mortuary affairs, common-user logistics, multinational logistics, and global distribution.

f. **JP 5-0 Series — Doctrine for Planning Joint Operations.** Publications in this series **establish the joint planning process** relating to the conduct of joint military operations. Designed for the JTF and above, it provides broad guidance on campaign planning and JTF planning.

g. **JP 6-0 Series — Doctrine for Command, Control, Communications, and Computer (C4) Systems Support of Joint Operations.** Publications in this series establish joint doctrine and JTTP for **C4 systems support to joint operations**.

Go to the Joint Staff Joint Electronic Library (JEL) to obtain copies of all Joint Publications.

APPENDIX C

Format/Matrix for Reviews

ITEM	SOURCE	T Y P E	PAGE	PARA	LINE	COMMENT	RATIONALE	DECISION (A/R/M)
1	EUCOM (ECJ5-S)	C	0.00			<p><u>Comment:</u> Identify the error or issue.</p> <p><u>Recommended Change:</u> Provide specific recommendations on what changes should be made. Provide recommended wording that would that would resolve the error or issue.</p>	Provide specific justification and what military utility will be provided by the change as well as any impacts to operations if the change is not accepted.	This block is for the lead agency (JS J7) to comment/respond to your comment as: (A) Accepted, (R) Rejected, or (M) Modified
2	EUCOM (USAFE)	M	0.00			<p><u>Comment:</u> Identify the error or issue.</p> <p><u>Recommended Change:</u> Provide specific recommendations on what changes should be made. Provide recommended wording that would that would resolve the error or issue.</p>	Provide specific justification and what military utility will be provided by the change as well as any impacts to operations if the change is not accepted.	This block is for the lead agency (JS J7) to comment/respo nd to your comment as: (A) Accepted, (R) Rejected, or (M) Modified
3	EUCOM (USAREUR)	S	0.00			<p><u>Comment:</u> Identify the error or issue.</p> <p><u>Recommended Change:</u> Provide specific recommendations on what changes should be made. Provide recommended wording that would that would resolve the error or issue.</p>	Provide specific justification and what military utility will be provided by the change as well as any impacts to operations if the change is not accepted.	This block is for the lead agency (JS J7) to comment/respo nd to your comment as: (A) Accepted, (R) Rejected, or (M) Modified
4	EUCOM (SOCEUR)	A	0.00			<p><u>Comment:</u> Identify the error or issue.</p> <p><u>Recommended Change:</u> Provide specific recommendations on what changes should be made. Provide recommended wording that would that would resolve the error or issue.</p>	Provide specific justification and what military utility will be provided by the change as well as any impacts to operations if the change is not accepted.	This block is for the lead agency (JS J7) to comment/respo nd to your comment as: (A) Accepted, (R) Rejected, or (M) Modified

APPENDIX C

Format/Matrix for Reviews

Column 1 - ITEM

Numeric order of comments based on an original sort by page number.

Column 2 - SOURCE

EUCOM - US European Command
(ECJ1, ECJ2, ECJ3, ECJ4, ECJ5, ECJ6, ECRA)
(USAFE, USAREUR, NAVEUR, MARFOREUR, SOCEUR)

Column 3 - TYPE

C - Critical
M - Major
S - Substantive
A - Administrative

Column 4 - PAGE

Page number expressed in decimal form (Page I-2 = 1.02, Page IV-56 = 4.56, etc.) using the following convention:

0 - General Comments
 0.xx - Preface, TOC, Executive Summary (Page i - ?)
1.xx - Chapter I
2.xx - Chapter II
3.xx - Chapter III
etc.
51.xx - Appendix A
52.xx - Appendix B
52.01.xx - Annex A to Appendix B
53.xx - Appendix C
etc.
99.xx - Glossary

Column 5 - PARA

Paragraph number (#) that pertains to the comment (4a, 6g, etc.).

Column 6 - LINE

Line number on the designated page that pertains to the comment expressed in decimal form (i.e., line 1=1, line 4-5 = 4.5, line 45-67 = 45.67, etc.)

Column 7 - COMMENT

Comment text in line-in-line-out format.

Column 8 - RATIONALE

Concise explanation of the rationale for the comment.

APPENDIX C
Format/Matrix for Reviews

Column 9 - DECISION

This column is for the Lead Agent (LA) and/or Joint Staff Designated Sponsor (JSDS) to Accept ("A"), Reject ("R"), or Accept with Modification ("M") the comment.

APPENDIX D

Terms and Definitions

Terminology. Terms and definitions used in developing joint doctrine and JTTP shall be in accordance with (IAW) JP 1-02. When conditions dictate using terms which are not included or depart from (JP 1-02), the proposed definition will be provided in the proposed publication glossary.

Definitions. The following frequently utilized terms and definitions are extracted from JP 1-01.

- a. **Doctrine.** Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application. (JP 1-02)
- b. **Joint Staff Doctrine Sponsor.** Each joint doctrine or JTTP project will be assigned a Joint Staff doctrine sponsor. The doctrine sponsor will assist the lead agent and primary review authority as requested and directed. The doctrine sponsor will coordinate the draft document with the Joint Staff and provide Joint Staff comments and recommendations to the primary review authority. (JP 1-02)
- c. **Joint Doctrine.** Fundamental principles that guide the employment of forces of two or more Services in coordinated action toward a common objective. It will be promulgated by the Chairman of the JCS, in coordination with the combatant commands, Services, and Joint Staff. (JP 1-02)
- d. **Joint Tactics, Techniques, and Procedures (JTTP).** The actions and methods which implement joint doctrine and describe how forces will be employed in joint operations. They will be promulgated by the Chairman of the Joint Chiefs of Staff, in consultation with the other members of the Joint Chiefs of Staff. (JP 1-02)
- e. **Lead Agent (LA).** Individual Services, combatant commands, or Joint Staff directorates may be assigned as lead agent for developing and maintaining joint doctrine or JTTP publications. The lead agent is responsible for developing, coordinating, reviewing, and maintaining assigned doctrine or JTTP. (JP 1-02)
- f. **Joint Doctrine Working Party (JDWP).** A forum to include representatives of the Services and combatant commands with the purpose of systematically addressing joint doctrine and joint tactics, techniques, and procedures (JTTP) issues such as project proposal examination, project scope development, and project validation. (JP 1-02)

APPENDIX E
Abbreviations and Acronyms

ALSA	Air-Land Sea Application (Center)
ALSB	Air Land Sea Bulletin
AJP	Allied Joint Publication
AP	Allied Publication
CJCS	Chairman of the Joint Chiefs of Staff
ECJ5	EUCOM Directorate of Plans and Policy
ECJ5-S	Strategy, Resources, and Congressional Affairs Division
FC	Final Coordination
JDETD	Joint Doctrine, Education, and Training Division (J-7)
JDWP	Joint Doctrine Working Party
JP	Joint Publication
JTTP	Joint tactics, techniques, and procedures
JWFC	Joint Warfighting Center (USJFCOM)
LA	Lead Agent
NATO	North Atlantic Treaty Organization
PC	Preliminary Coordination
PD	Program Directive
RFF	Request for Feedback
SSRS	Staff Summary Routing Sheet
STANAG	NATO Standardization Agreement

APPENDIX E
Abbreviations and Acronyms

TTP Tactics, techniques, and procedures

USJFCOM United States Joint Forces Command